

Message Text

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DRAFTED BY OASD/ISA - TWILKINSON; EUR/RPM - KKURZE

APPROVED BY EUR - MR. VINE

OASD/ISA - MGEN BOWMAN

JS/J-3 - COL. DESHEAL

JS/J-5 - COL. STEDHAM

OASD/ISA(PP) - MAJ. KNAFFSINGER

PM/DCA - MR. CAMITTA

C - MR. KELLY

S/S :REWOODS

JS/J-5 - COL. WILSON

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C O N F I D E N T I A L STATE 188451

E.O. 11652:GDS

TAGS: PFOR PARM NATO CSCE XG

SUBJECT:IMPLEMENTATION OF CSCE CONFIDENCE-BUILDING MEASURES

REFS: (A) USNATO 4246 (071945Z AUG 75); (B) USNATO 4115
(051840Z AUG); (C) USNATO 4064 (011620Z AUG); (D) USNATO
3996 (301121Z JULY); (E) BONN 12540 (041618Z AUG)
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HOLD FOR OPENING OF BUSINESS

1. APART FROM QUESTION OF GENERAL NOTIFICATION TO CSCE PAR-
TICIPANTS OF AUTUMN FORGE EXERCISE SERIES WHICH IS BEING

DISCUSSED IN NAC/DPC, USNATO HAS REQUESTED GUIDANCE FOR PARTICIPATION IN POLADS DISCUSSIONS ON FOLLOWING: (A) NOTIFICATION OF GROSSE ROCHADE MANEUVER (SEPTEMBER 15-19) AND FRG DRAFT TEXT; (B) DISCRETIONARY NOTIFICATION OF OTHER FORTHCOMING MANEUVERS; AND (C) EXCHANGES OF OBSERVERS AT ALLIED MANEUVERS IN NEAR FUTURE (REFS A AND B). THIS MESSAGE PROVIDES GUIDANCE TO MISSION ON ALL ABOVE POINTS, AND TO EMBASSY BONN ON QUESTION OF EXCHANGES OF OBSERVERS.

2. NOTIFICATION OF GROSSE ROCHADE: WE HAVE NO OBJECTION TO FRENCH VIEW THAT EACH ALLIED PARTICIPANT IN THIS MANEUVER SHOULD PROVIDE NOTIFICATION. IF THIS PROCEDURE IS ALSO AGREED BY FRG AND CANADA, US WOULD ADDRESS SUPPLEMENTARY DIPLOMATIC NOTE ALONG FOLLOWING LINES TO OTHER CSCE PARTICIPANTS.

BEGIN TEXT:

(COMPLIMENTARY OPENING)

IN ACCORDANCE WITH THE FINAL DOCUMENT OF THE CONFERENCE ON SECURITY AND COOPERATION IN EUROPE, ESPECIALLY THE PROVISIONS FOR PRIOR NOTIFICATION OF MAJOR MILITARY MANEUVERS, THE GOVERNMENT OF THE UNITED STATES OF AMERICA WISHES TO ANNOUNCE ITS PARTICIPATION IN THE MANEUVER DESIGNATED "GROSSE OCHADE" WHICH IS TO BE CONDUCTED IN THE FEDERAL REPUBLIC OF GERMANY DURING THE PERIOD SEPTEMBER 15-19. ONE BRIGADE OF THE US (BLANK) DIVISION WILL TAKE PART IN THIS MANEUVER. IN ADDITION, US TACTICAL AIRCRAFT ASSIGNED TO THE EUROPEAN THEATER WILL PROVIDE AIR SUPPORT TO THE LAND FORCES INVOLVED AS PART OF AN AIR EXERCISE DESIGNATED "COLD FIRE," WHICH WILL BE HELD IN THE CENTRAL EUROPEAN REGION DURING THE SAME DATES. FURTHER DETAILS ON "GROSSE ROCHADE" WILL BE PROVIDED BY THE GOVERNMENT OF THE FEDERAL REPUBLIC OF GERMANY. (COMPLIMENTARY CLOSING) END TEXT

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3. SINCE FRG WILL PROVIDE PRIMARY NOTIFICATION OF "GROSSE ROCHADE," AND DETAILS, WE BELIEVE DRAFT FRG NOTE (REF C) SHOULD NAME "STATES INVOLVED IN THE MANEUVER," AS REQUIRED IN CSCE TEXT, EVEN IF US, FRANCE AND CANADA SEND PARALLEL NOTES. WE WOULD ALSO SUGGEST THAT WORD "MANEUVER" BE SUBSTITUTED FOR "EXERCISE" IN DRAFT FRG NOTE. IN OTHER RESPECTS, WE FIND THAT FRG DRAFT SATISFACTORILY MEETS CSCE CRITERIA FOR CONTENT OF NOTIFICATION.

4. IF ALLIES AGREE ON PARALLEL NOTES, WE WOULD HOPE THAT ALL COULD BE SENT ON SAME DATE, PREFERABLY AUGUST 22 OR EARLIER, SO AS TO ENSURE RECEIPT BY OTHER CSCE PARTICIPANTS PRIOR TO 21-DAY DEADLINE.

5. DISCRETIONARY NOTIFICATION OF OTHER MANEUVERS: WHILE NOTIFICATION OF SMALLER-SCALE MANEUVERS AND OTHER TYPES OF MANEUVERS NOT COVERED BY "MAJOR MILITARY MANEUVERS" TEXT IS DISCRETIONARY, WE BELIEVE IT IS IN GENERAL ALLIED INTEREST TO ESTABLISH PRECEDENT OF NOTIFYING SUCH MANEUVERS WHENEVER POSSIBLE, IN PARTICULAR IN CASES WHERE MANEUVERS WILL IN ANY EVENT BE ANNOUNCED PUBLICLY. WHEN SMALLER MANEUVERS ARE ALSO MULTI-NATIONAL, IT WOULD BE NATURAL FOR ALLIES TO COORDINATE NOTIFICATION QUESTIONS THROUGH THEIR NATO DELEGATIONS. MOREOVER, IMS LISTING OF SCHEDULED MANEUVERS BELOW 25,000 TROOPS WOULD BE USEFUL FOR CONSULTATIONS AMONG DELEGATIONS CONCERNED. HOWEVER, WE BELIEVE THAT IMPLEMENTATION OF DISCRETIONARY CBM'S REGARDING INDIVIDUAL NATIONAL MANEUVERS REMAINS A MATTER FOR NATIONAL POLITICAL DECISION, AND THAT NEITHER POLADS NOR IMS NEED ATTEMPT TO SET SPECIFIC GUIDELINES FOR THESE OPTIONAL MEASURES.

6. EXCHANGES OF OBSERVERS: WE ARE CONCERNED THAT DELAY IN COMING TO GRIPS WITH MECHANICS OF EXCHANGE OF OBSERVERS MAY MEAN THAT NATO WILL LOSE OPPORTUNITY TO TAKE THE LEAD IN IMPLEMENTATION OF THIS IMPORTANT MEASURE, WHICH WAS INITIATED BY ALLIES AT CSCE. AFTER INFORMING FRG DELEGATION, YOU SHOULD STATE IN POLADS THAT US WOULD HOPE TO HAVE OBSERVERS FROM AT LEAST ONE WARSAW PACT COUNTRY AND FROM AT LEAST ONE OF EUROPEAN NEUTRALS AT REFORGER (IN ORDER TO ESTABLISH PRECEDENT FOR RECIPROCITY). THESE WOULD BE IN ADDITION TO ANY OBSERVERS FROM NON-PARTICIPATING ALLIES, SUB-CONFIDENTIAL

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JECT TO CONCURRENCE OF FRG AS HOST COUNTRY. WHILE TTME IS ADMITTEDLY SHORT FOR ADVANCE PLANNING OF DETAILS, WE BELIEVE IT IS MORE IMPORTANT TO SHOW INTENT TO IMPLEMENT MEASURE THAN TO PROVIDE IDEAL CIRCUMSTANCES. WE WOULD STRESS TO OTHERS THAT FIRST STEPS MAY NOT BE PERFECT, AND THAT WE EXPECT TO EXPAND AND IMPROVE PROCEDURES WITH EXPERIENCE.

7. WITH REGARD TO ISD/94 (REF D), WE BELIEVE THAT QUESTIONS RAISED ARE PERTINENT FOR INDIVIDUAL INVITATIONS, BUT THAT ESTABLISHMENT OF DETAILED CRITERIA FOR IMPLEMENTATION OF OBSERVERS CBM IN ALL CASES WOULD GIVE UNNECESSARILY RIGID CHARACTER TO CSCE MEASURE WHICH INTENDED TO BE FLEXIBLE AND EVOLUTIONARY, AND TO ENCOURAGE GREATER WARSAW PACT OPENNESS. ON QUESTION OF INVITING STATE, WE WOULD FORESEE JOINT US/FRG INVITATIONS TO REFORGER. ON QUESTIONS OF STATUS OF OBSERVERS, WE DO NOT BELIEVE THEY SHOULD BE CONSIDERED TO HAVE "RIGHTS," BUT SHOULD BE ACCORDED SAME PRIVILEGES AND IMMUNITIES AS ATTACHES (I.E., DIPLOMATIC STATUS). IN ADDITION TO QUESTIONS IN ISD/94, DETAILED PLANNING BY MILITARY AUTHORITIES FOR OBSERVERS SHOULD TAKE INTO ACCOUNT POINTS FROM NEGOTIATING HISTORY OF MEASURE IN CANADIAN BACKGROUND PAPER (GENEVA A-270).

8. FOR BONN: IN ADDITION TO ABOVE POINTS, YOU SHOULD CON-
VEY OUR DISAPPOINTMENT THAT ALLIES APPARENTLY WILL NOT BE
ABLE TO TAKE ADVANTAGE OF FIRST OPPORTUNITY TO INVITE OB-
SERVERS AT TIME OF GROSSE ROCHADE (REF E). WHILE WE UNDER-
STAND FRG CONCERNS WITH CERTAIN ASPECTS OF INVITING GDR OB-
SERVERS, AND ARE WILLING TO GO ALONG WITH EXCLUSION OF GDR
OBSERVERS FROM GROSSE ROCHADE, WE WOULD HOPE THAT FRG CON-
CERNS CAN BE OVERCOME IN FUTURE TO FACILITATE BROAD IMPL-
EMENTATION OF CBM PROVISIONS. WE WOULD APPRECIATE FRG
VIEWS AS TO WHICH OTHER WP MEMBER SHOULD BE INVITED FOR RE-
FORGER. (WE WOULD PREFER THAT FIRST INVITEE TO US MANEUVER
IN FRG NOT BE THE USSR, SO AS TO AVOID APPEARANCE OF SUPER-
POWER BILATERALISM.) WE DO NOT SHARE FRG VIEW THAT ALL

CSCE PARTICIPANTS SHOULD BE INVITED TO THOSE MANEUVERS SE-
LECTED FOR EXCHANGES OF OBSERVERS, SINCE THIS WOULD MAKE
MEASURE CUMBERSOME AND DISCOURAGE IMPLEMENTATION. KISSINGER

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